

National Aeronautics and Space Administration
Ames Research Center (ARC)
Moffett Field, CA 94035

Selection of Contractor
For
ARC Facilities Support Services (AFSS)
NNA14497087R

May 21, 2015

On April 9th and 10th, 2015, I, along with certain NASA Source Evaluation Board (SEB) Ex-Officio members, met with the SEB members appointed to evaluate proposals for the NASA Ames Research Center (ARC) Facilities Support Services (AFSS) procurement. During these meetings, the SEB presented its evaluation findings to me, the Source Selection Authority (SSA), and we discussed those findings to assure that I had a full understanding of its evaluation.

I assessed the SEB's findings and evaluation of proposals. This Source Selection Statement reflects my independent judgment, which I based upon a comparative assessment of the relative merit of the proposals in relation to the evaluation criteria set forth in Request for Proposal (RFP) Number NNA14497087R. My selection decision is set forth below.

Procurement Description

NASA ARC currently has a requirement to obtain integrated institutional Facilities Maintenance Support Services. The objective is to obtain a comprehensive facilities maintenance, operations, and maintenance engineering program that is reliable, cost effective, fully operational, and safe, allowing ARC to carry out its mission. The Contractor shall be responsible for the execution of these services by applying a sound management and technical approach that will provide the best value and meet requirements shown in the Statement of Work (SOW).

This procurement was conducted as a full and open competition. It will result in a single award hybrid contract that includes a Firm-Fixed Price (FFP) Definitive Core, Indefinite-Delivery Indefinite-Quantity (IDIQ) with FFP task orders, and a Cost-Plus Fixed Fee (CPFF) portion for Environmental and Emergency Services. The minimum amount of the IDIQ supplies or services that will be ordered during the effective period of this contract is \$3,000,000.00, and the maximum IDIQ amount is \$100,000,000.00. The period of performance consists of a three-year base (including a 60-day phase-in period) for the Core and IDIQ portions of the contract, and seven one-year options, resulting in a maximum potential performance period of ten years. The CPFF portion of the contract has a one year base, and nine one year options, resulting in a maximum potential performance period of ten years.

Evaluation Procedure

Proposals were evaluated in accordance with the requirements of Federal Acquisition

Regulation (FAR) Subpart 15.3, "Source Selection," as supplemented by NASA FAR Supplement (NFS) Subpart 1815.3, "Source Selection." Section M of the solicitation, paragraph M.2, "METHOD OF EVALUATION," advised Offerors that the Government would utilize a best value trade-off process, as described in FAR 15.101-1, "Tradeoff Process," in making the source selection. The Government also stated that it may award a contract based solely on the initial offers received, without discussion of such offers. Accordingly, each Offeror was advised to submit its initial proposal to the Government using the most favorable terms from a price and technical standpoint. However, the Government reserved the right to hold discussions if award on the basis of initial offers was determined not to be in the best interest of the Government. I have determined that it is in the best interest of the Government to make an award based on initial proposal submissions, and my decision is documented below.

The RFP identified three evaluation Factors: Mission Suitability (Volume I), Cost/Price (Volume II), and Past Performance (Volume III). In accordance with Section M.4 of the RFP, Mission Suitability, Cost/Price, and Past Performance are all of approximately equal importance. Mission Suitability and Past Performance, when combined, are significantly more important than Cost/Price.

The Mission Suitability Factor consists of three Subfactors, which were detailed in Section L.13.1, "Factor 1 – Mission Suitability," and M.3, "EVALUATION FACTORS," in the RFP. The Subfactors are shown below with their respective point allocation, which signifies their weight.

MISSION SUITABILITY	
Subfactors	Assigned Weight
1. Management (MGMT) a) MGMT 1 - Management Plan i) Management Approach ii) Organizational Structure iii) Core Management iv) IDIQ Management v) Safety and Health b) MGMT 2 – Staffing Plan	450
2. Technical (TECH) a) RCM Program i) Technical Approach ii) Understanding Processes iii) Indicators and Metrics iv) Predictive Maintenance (PdM) v) Innovative Technologies vi) CMMS vii) New Facilities and Equipment viii) Electrical Outages	450
3. Small Business Utilization (SB) a) Small Business Subcontracting Plan b) Commitment to Small Businesses	100
TOTAL	1000

Each Offeror's Mission Suitability proposal was evaluated based on its ability to fulfill the technical requirements while meeting quality, schedule, and safety requirements. The compatibility between the proposed Management and Technical Subfactors to accomplish the work was a consideration in the evaluation of this Factor. The RFP stipulated that the overall Mission Suitability Factor would only receive a numerical score, and the Mission Suitability Subfactors would be assigned adjectival ratings and numerical scores. In accordance with NFS Subpart 1815.305(a)(3), "Technical Evaluation," the following were the potential Mission Suitability adjectival ratings: Excellent, Very Good, Good, Fair, and Poor. In Section M, paragraph M.2, "METHOD OF EVALUATION," the RFP defined these adjectival ratings as well as provided applicable percentile ranges at each rating level.

With regard to the Past Performance Factor, the RFP stated that the evaluation would be an assessment of the Government's Level of Confidence in an Offeror's ability to perform the solicitation requirements. Offerors were notified in the RFP that, in conducting an assessment of Past Performance, the Government reserved the right to use both data provided by the Offeror and data obtained from other sources. The RFP required evaluation of the Past Performance Factor using the following Level of Confidence ratings: Very High Level of Confidence; High Level of Confidence; Moderate Level of Confidence; Low Level of Confidence; Very Low Level of Confidence and Neutral Level of Confidence. In Section M, paragraph M.3, "EVALUATION FACTORS," the RFP defined these Level of Confidence ratings.

The Past Performance evaluation thus was conducted by acquiring and reviewing information from a variety of sources and the Government evaluated each Offeror's suitability to fulfill the requirements of this contract. The Government evaluated the currency and relevance of the information, source of the information, context of the data, and general trends in performance of the Offeror and significant subcontractors. The Government reviewed and considered all information, including supplemental information obtained by the Government, requested in Section L.15 of the RFP in its evaluation of the Past Performance Factor.

Specifically, the Government reviewed recent and active contracts to determine the relevance of the experience to the work anticipated to be performed under this contract. The Government also evaluated other information submitted by the Offeror and significant subcontractors as well as information from other sources as described in Section L of the RFP. Past Performance was also evaluated based on pertinent information obtained through the Contractor Performance Assessment Reporting System (CPARS) and similar systems of other Government departments and agencies, questionnaires tailored to the circumstances of this acquisition, interviews with program managers and contracting officers, and other sources known to the Government, including commercial sources.

The SEB conducted its evaluation of the Cost/Price Factor by performing a price analysis and a cost analysis in accordance with FAR Subpart 15.4 and the terms of the RFP. These analyses involved an independent review and evaluation of specific elements of each Offeror's proposal to determine whether the proposed cost and price elements are realistic for the work to be performed, reflect a clear understanding of the requirements, and are consistent with the unique methods of performance and materials described in the Offeror's Mission Suitability responses.

For the FFP Core and IDIQ portions of the proposals, the Government conducted a price analysis by evaluating the prices proposed in response to this solicitation. Specifically, the evaluations included comparing the prices proposed in response to this solicitation, comparing the proposed prices to historical prices for the same or similar items purchased by the Government, and comparing the proposed prices to the independent Government cost estimate. The price analysis also included a review of the Offeror's unit and extended prices for price reasonableness and unbalanced pricing. No price adjustments were made for any of the Offerors.

For the CPFF portion of the proposals, the Government derived a probable cost which was determined by adjusting each Offeror's proposed cost to reflect any additions or reductions in cost elements to realistic levels based on the results of the cost realism analyses performed. No adjustments were made to the proposed fixed fee of any Offeror. Probable cost adjustments were made to the cost portion of each of the Offeror's proposals, reflecting the Government's best estimate of each Offeror's probable cost.

A total evaluated Cost/Price was calculated for each Offeror. The total evaluated Cost/Price is the sum of the Core requirements for the base period and all options, the IDIQ total extended price from Attachment J-1 for the base period and all options, and the probable cost for the base period and all options for the CPFF effort. As stated in the RFP, this evaluation of options shall not obligate the Government to exercise such options.

Solicitation and Receipt of Proposals

In order to make industry aware of the potential requirements for the AFSS effort as early as possible, ARC released a Request For Information (RFI) on January 13, 2014. ARC subsequently released a Draft RFP for this effort on July 18, 2014. In an effort to better inform industry of NASA's requirements and to improve communications amongst all parties, ARC held an industry day conference on August 6th and 7th of 2014 to allow interested parties to ask questions of the technical and procurement staff regarding the Draft RFP. The Draft RFP and Industry Day allowed for industry to provide recommendations and comments on all aspects of the Government's proposed approach in satisfying the requirements. ARC encouraged industry to ask questions about the AFSS requirements and the procurement process. All Government responses to the questions on the Draft RFP and from Industry Day were posted to the NASA Acquisition Internet Service (NAIS) Business Opportunities web portal for all potential Offerors to review and consider. The questions and comments received in response to these communications with industry were carefully evaluated and incorporated in the Final RFP, as deemed appropriate by the Government. The Final RFP was released on September 30, 2014 and had five subsequent amendments made to it. All documents pertinent to the development of a proposal for the AFSS acquisition, including the Final RFP and all amendments, were posted electronically on the NAIS Business Opportunities web portal and the Federal Business Opportunities (FBO) web portal.

With each Offeror's proposal submission, Offerors were to include a Standard Form 33 signed by an official authorized to contractually bind the Offeror and written acknowledgement of any solicitation amendments. Proposals in response to the final RFP were due on November 18, 2014 and were to be valid for a period of 300 days from the

date of submission.

Eight proposals, with cover letters, were received in response to the RFP by the specified closing time and date. The Offerors' names and addresses (listed alphabetically) are as follows:

Akima Facilities Management LLC, (AFM)
13873 Park Center Rd.
Suite 400N
Herndon, VA 20171

EMCOR Government Services, (EMC)
2800 Crystal Drive, Suite 600
Arlington, VA 22202

G4S Government Solutions, Inc., (G4S)
7121 Fairway Drive
Suite 301
Palm Beach Gardens, FL 33414

IAP World Services, Inc., (IAP)
7315 N. Atlantic Avenue
Cape Canaveral, FL 32920

Jacobs Technology, Inc., (JAC)
600 William Northern Boulevard
P.O. Box 884
Tullahoma, TN 37388

Jones Lang LaSalle Americas, Inc., (JLL)
1801 K Street NW, Suite 1000
Washington, DC 20006

Pride Industries, Inc., (PRI)
10030 Foothills Boulevard
Roseville, CA 95747

Vectrus Systems Corporation, (VEC)
655 Space Center Drive
Colorado Springs, CO 80915

As required by the RFP, each proposal consisted of three separate volumes, corresponding to the three respective evaluation Factors, in accordance with Section L of the solicitation and FAR Subparts 15.101 and 15.306. A copy of each proposal of the eight Offerors was issued to each of the four SEB voting members, the Contract Price/Cost Analyst (non-voting Ex Officio member), and the Small Business Specialist (non-voting Ex Officio member).

Evaluation Process

After receipt of the proposals, all SEB voting members read each volume of all of the proposals and identified individual findings (Significant Strength, Strength, Significant Weakness, Weakness, or Deficiency) for each of the three Mission Suitability Subfactors – Management, Technical, and Small Business Utilization. The SEB consulted with the Cost/Price Analyst regarding the Cost/Price Factor and the Small Business Specialist regarding the Small Business Utilization Subfactor.

For the Mission Suitability Factor, each individual finding was discussed by the SEB voting members and a determination was made as to whether the individual finding would become a consensus finding, be combined with other individual findings into a consensus finding, or dispositioned as a non-consensus finding. Consensus findings were then evaluated by the SEB voting members collectively and an adjectival rating (e.g., Excellent, Very Good, etc.) and numerical score were assigned for each of the three Mission Suitability Subfactors, in accordance with the numerical system established in the RFP. The overall Mission Suitability Factor received a total numerical score, but did not receive an adjectival rating in accordance with the RFP.

For the Past Performance Factor, the goal was to obtain and evaluate information regarding the Offerors' and significant subcontractors' relevant past performance record for meeting technical, schedule, cost, management, occupational health, safety, security, overall mission success, subcontracting goals, and other contract requirements.

"Significant subcontractor" was defined in the RFP as a subcontractor for the Core which will perform effort valued at greater than or equal to \$20,000,000 over the entire contract period of performance, including option periods. "Offeror" and "significant subcontractor" were defined in the RFP to include predecessor companies. If an Offeror did not have any relevant past performance history as determined herein, the RFP required that it was not to be evaluated favorably or unfavorably, and was to be given a neutral adjectival rating.

Past Performance information was submitted with each proposal and utilized in the determination of the Level of Confidence Ratings assigned to each Offeror. The RFP instructed each Offeror to provide Past Performance information for up to three relevant contracts it held within the past three years. For each of its significant subcontractors, each Offeror was instructed to provide Past Performance information for up to two relevant contracts that the significant subcontractor held within the past three years. The SEB considered, in its entirety, the Past Performance information for the Offeror and its significant subcontractors, which was provided in the Offeror's proposal, applicable Contractor Performance Assessment Reporting System (CPARS) reports for the cited contracts, and Past Performance Questionnaires (including clarifying remarks from those who completed them) in its determination of the Level of Confidence Ratings assigned to each Offeror. Each of the Level of Confidence rating definitions prescribed in the RFP contain both a performance component and a pertinence, or relevance, component. Therefore, the Past Performance information submitted regarding each Offeror and its significant subcontractors, where applicable, was evaluated for both pertinence/relevance and quality of performance. Thus, in accordance with this process, as prescribed in the RFP, the SEB voting members assigned an overall Past Performance Level of Confidence rating to each Offeror.

For the Cost/Price Factor, the SEB voting members, with the assistance of the Cost/Price Analyst, reviewed the cost proposals, performed a cost analysis in accordance with the RFP, and derived a probable cost for each Offeror. The SEB voting members also performed a price analysis in accordance with the RFP, which included a review for price reasonableness and unbalanced pricing. The overall results of the Cost/Price analysis were combined into an overall Evaluated Cost/Price in accordance with the RFP.

Evaluation Findings of the SEB

Akima Facilities Management LLC, (AFM)

Mission Suitability Factor

The Mission Suitability proposal submitted by AFM received 537 points (out of a possible 1000) and is the second lowest score.

Management Subfactor

In the Management Subfactor, AFM received an adjectival rating of Fair with a numerical score of 216 points (out of a possible 450). The Management Subfactor had zero (0) Significant Strengths; four (4) Strengths; one (1) Significant Weakness; one (1) Weakness and zero (0) Deficiencies, as summarized and outlined below:

The four Management Strengths were associated with the following: 1) a commitment to maintaining a safe working environment; 2) considerable authority delegated to on-site personnel; 3) a management approach that enhances Reliability Centered Maintenance (RCM); and 4) its mitigation plans for potential difficulties relating to staffing.

The one Management Significant Weakness was associated with the following: 1) the sufficiency of the actual proposed staffing levels.

The one Management Weakness was associated with the following: 1) its approach to managing the IDIQ effort.

Technical Subfactor

In the Technical Subfactor, AFM received an adjectival rating of Good with a numerical score of 261 points (out of a possible 450). The Technical Subfactor had zero (0) Significant Strengths; two (2) Strengths; zero (0) Significant Weaknesses; three (3) Weaknesses; and zero (0) Deficiencies, as summarized and outlined below:

The two Technical Strengths were associated with the following: 1) a commitment to staying abreast of and implementing innovative technologies; and 2) a firm understanding of Predictive Maintenance (PdM) and how it will be applied.

The three Technical Weaknesses were associated with the following: 1) its proposed approach relating to the Failure Modes and Effects Analysis (FMEA) process and its implementation; 2) its proposed response times for electrical outage work; and 3) its

proposed approach for bringing new facilities and equipment on-line.

SB Subfactor

In the Small Business Utilization Subfactor, AFM received an adjectival rating of Good with a numerical score of 60 points (out of a possible 100). The Small Business (SB) Subfactor had zero (0) Significant Strengths; one (1) Strength; zero (0) Significant Weaknesses; zero (0) Weaknesses and zero (0) Deficiencies, as summarized and outlined below:

The one SB Strength was associated with the following: 1) its proposal meets, or slightly exceeds, the RFP goals in all of the socioeconomic categories.

Past Performance Factor

For AFM, a Moderate Level of Confidence rating was assigned because the entirety of the Past Performance information evaluated for the Offeror demonstrated that it was both pertinent to this acquisition, and demonstrated effective performance, which provides a Moderate Level of Confidence that the Offeror will successfully perform the required effort.

Cost/Price Factor

Probable cost adjustments were made to the cost portion of the AFM proposal; no price adjustments were made. The overall Evaluated Cost/Price was the lowest amongst all Offerors.

EMCOR Government Services, (EMC)

Mission Suitability Factor

The Mission Suitability proposal submitted by EMC received 643 points (out of a possible 1000) and is tied for the fifth highest score.

Management Subfactor

In the Management Subfactor, EMC received an adjectival rating of Good with a numerical score of 261 points (out of a possible 450). The Management Subfactor had zero (0) Significant Strengths; seven (7) Strengths; one (1) Significant Weakness; three (3) Weaknesses and zero (0) Deficiencies, as summarized and outlined below:

The seven Management Strengths were associated with the following: 1) its key personnel; 2) an effective plan to deal with the complexity and volume of IDIQ work; 3) a thorough understanding and commitment to maintaining a safe working environment; 4) a comprehensive approach to managing the Core maintenance portion of the contract; 5) its organizational structure; 6) its access to corporate resources, knowledge and support; and 7) its mitigation plans for potential difficulties relating to staffing.

The one Management Significant Weakness was associated with the following: 1) the sufficiency of the actual proposed staffing levels.

The three Management Weaknesses were associated with the following: 1) the level of authority delegated to a certain key personnel position; 2) its designation of certain positions as key and its replacement strategy for certain key personnel positions; and 3) certain safety and health compliance areas identified in the RFP.

Technical Subfactor

In the Technical Subfactor, EMC received an adjectival rating of Very Good with a numerical score of 342 points (out of a possible 450). The Technical Subfactor had one (1) Significant Strength; two (2) Strengths; zero (0) Significant Weaknesses; zero (0) Weaknesses and zero (0) Deficiencies, as summarized and outlined below:

The one Technical Significant Strength was associated with the following: 1) its effective and comprehensive approach to Reliability Centered Maintenance (RCM).

The two Technical Strengths were associated with the following: 1) its comprehensive plan to developing proactive key performance indicators; and 2) its Failure Modes and Effects Analysis (FMEA) processes.

SB Subfactor

In the Small Business Utilization Subfactor, EMC received an adjectival rating of Fair with a numerical score of 40 points (out of a possible 100). The Small Business (SB) Subfactor had zero (0) Significant Strengths; one (1) Strength; one (1) Significant Weaknesses; zero (0) Weaknesses and zero (0) Deficiencies, as summarized and outlined below:

The SB Strength was associated with the following: 1) a proposed overall corporate commitment to small businesses and small business programs.

The SB Significant Weakness was associated with the following: 1) certain calculation errors and inconsistencies, and a failure to meet stated small business subcontracting goals.

Past Performance Factor

For EMC, a High Level of Confidence rating was assigned because the entirety of the Past Performance information evaluated for the Offeror demonstrated that it was both highly pertinent to this acquisition and demonstrated very effective performance, which provides a High Level of Confidence that the Offeror will successfully perform the required effort.

Cost/Price Factor

Probable cost adjustments were made to the cost portion of the EMC proposal; no price adjustments were made. The overall Evaluated Cost/Price was the sixth lowest amongst all Offerors.

G4S Government Solutions, Inc., (G4S)

Mission Suitability Factor

The Mission Suitability proposal submitted by G4S received 643 points (out of a possible 1000) and is tied for the fifth highest score.

Management Subfactor

In the Management Subfactor, G4S received an adjectival rating of Good with a numerical score of 288 points (out of a possible 450). The Management Subfactor had one (1) Significant Strength; three (3) Strengths; one (1) Significant Weakness; one (1) Weakness and zero (0) Deficiencies, as summarized and outlined below:

The one Management Significant Strength was associated with the following: 1) its clear rationale for its proposed key personnel positions, and the well-qualified individuals who it proposed to fill those positions.

The three Management Strengths were associated with the following: 1) a commitment to maintaining a safe working environment; 2) its clear lines of authority, and the considerable authority delegated to on-site personnel; and 3) an organized and comprehensive management approach.

The one Management Significant Weakness was associated with the following: 1) the sufficiency of the actual proposed staffing levels.

The one Management Weakness was associated with the following: 1) certain safety and health compliance areas identified in the RFP.

Technical Subfactor

In the Technical Subfactor, G4S received an adjectival rating of Good with a numerical score of 315 points (out of a possible 450). The Technical Subfactor had zero (0) Significant Strengths; four (4) Strengths; zero (0) Significant Weaknesses; zero (0) Weaknesses and zero (0) Deficiencies, as summarized and outlined below:

The four Technical Strengths were associated with the following: 1) a comprehensive and executable technical approach to the Reliability Centered Maintenance (RCM) program; 2) a demonstrated understanding and effective approach to Predictive Maintenance (PdM); 3) a commitment to staying abreast of and implementing innovative technologies; and 4) its effective approach to performing Failure Modes and Effects Analysis (FMEA).

SB Subfactor

In the Small Business Utilization Subfactor, G4S received an adjectival rating of Fair with a numerical score of 40 points (out of a possible 100). The Small Business (SB) Subfactor had zero (0) Significant Strengths; one (1) Strength; one (1) Significant Weakness; zero (0) Weaknesses and zero (0) Deficiencies, as summarized and outlined below:

The one SB Strength was associated with the following: 1) a proposed commitment to utilize small business concerns.

The one SB Significant Weakness was associated with the following: 1) certain calculation errors and inconsistencies, and a failure to meet stated small business subcontracting goals.

Past Performance Factor

For G4S, a Moderate Level of Confidence rating was assigned because the entirety of the Past Performance information evaluated for the Offeror demonstrated that it was both pertinent to this acquisition, and demonstrated effective performance, which provides a Moderate Level of Confidence that the Offeror will successfully perform the required effort.

Cost/Price Factor

Probable cost adjustments were made to the cost portion of the G4S proposal; no price adjustments were made. The overall Evaluated Cost/Price was the fourth lowest amongst all Offerors.

IAP World Services Inc., (IAP)

Mission Suitability Factor

The Mission Suitability proposal submitted by IAP received 725 points (out of a possible 1000), and is the third highest score.

Management Subfactor

In the Management Subfactor, IAP received an adjectival rating of Good with a numerical score of 315 points (out of a possible 450). The Management Subfactor had zero (0) Significant Strengths; seven (7) Strengths; zero (0) Significant Weaknesses; three (3) Weaknesses and zero (0) Deficiencies, as summarized and outlined below:

The seven Management Strengths were associated with the following: 1) a commitment to maintaining a safe working environment; 2) a comprehensive and detailed description of how the staffing levels for both the Core and emergency service work were estimated; 3) an extensive amount of proposed corporate support and involvement; 4) a logical and tested approach to managing the Core requirements of the contract; 5) an effective approach to managing fluctuations in the IDIQ workload; 6) its key personnel and positions; and 7) its mitigation plans for potential difficulties relating to staffing.

The three Management Weaknesses were associated with the following: 1) the level of authority delegated to on-site personnel; 2) a lack of specific details relating to subcontractor utilization and management reporting; and 3) its proposed distribution of staffing resources.

Technical Subfactor

In the Technical Subfactor, IAP received an adjectival rating of Very Good with a numerical score of 360 points (out of a possible 450). The Technical Subfactor had one (1) Significant Strength; three (3) Strengths; zero (0) Significant Weaknesses; one (1) Weakness and zero (0) Deficiencies, as summarized and outlined below:

The one Technical Significant Strength was associated with the following: 1) a comprehensive and effective approach to Reliability Centered Maintenance (RCM).

The three Technical Strengths were associated with the following: 1) its approach to developing and communicating key maintenance and reliability metrics; 2) an effective CMMS work control plan; and 3) its proposed approach to Failure Modes and Effects Analysis (FMEA).

The one Technical Weakness was associated with the following: 1) its proposed approach to Predictive Maintenance (PdM).

SB Subfactor

In the Small Business Utilization Subfactor, IAP received an adjectival rating of Fair with a numerical score of 50 points (out of a possible 100). The Small Business (SB) Subfactor had zero (0) Significant Strengths; one (1) Strength; one (1) Significant Weakness; zero (0) Weaknesses and zero (0) Deficiencies, as summarized and outlined below:

The one SB Strength was related to the following: 1) a proposed commitment to small businesses and small business programs.

The one SB Significant Weakness was related to the following: 1) certain calculation errors and inconsistencies, and a failure to meet stated small business subcontracting goals.

Past Performance Factor

For IAP, a High Level of Confidence rating was assigned because the entirety of the Past Performance information evaluated for the Offeror demonstrated that it was both highly pertinent to this acquisition and demonstrated very effective performance, which provides a High Level of Confidence that the Offeror will successfully perform the required effort.

Cost/Price Factor

Probable cost adjustments were made to the cost portion of the IAP proposal; no price adjustments were made. The overall Evaluated Cost/Price was the seventh lowest amongst all Offerors.

Jacobs Technology, Inc., (JAC)

Mission Suitability Factor

The Mission Suitability proposal submitted by JAC received 919.5 points (out of a possible 1000) and is the highest score.

Management Subfactor

In the Management Subfactor, JAC received an adjectival rating of Very Good with a numerical score of 396 points (out of a possible 450). The Management Subfactor had one (1) Significant Strength; six (6) Strengths; one (1) Significant Weakness; zero (0) Weaknesses and zero (0) Deficiencies, as summarized and outlined below:

The one Management Significant Strength was associated with the following: 1) a very effective overall management approach, which provides access to extensive corporate resources to support meeting contractual requirements, while also allowing for an autonomous and efficient on-site organization.

The six Management Strengths were associated with the following: 1) a commitment to maintaining a safe working environment; 2) a realistic and logical approach to managing specific technical, business, safety and quality requirements of the contract; 3) its key personnel; 4) a demonstrated comprehensive understanding of, and approach to, the IDIQ process; 5) its mitigation plans for potential difficulties relating to staffing; and 6) its approach to reduce Preventive Maintenance hours.

The one Management Significant Weakness was associated with the following: 1) the sufficiency of the actual proposed staffing levels.

Technical Subfactor

In the Technical Subfactor, JAC received an adjectival rating of Excellent with a numerical score of 427.5 points (out of a possible 450). The Technical Subfactor had three (3) Significant Strengths; three (3) Strengths; zero (0) Significant Weaknesses; zero (0) Weaknesses and zero (0) Deficiencies, as summarized and outlined below:

The three Technical Significant Strengths were associated with the following: 1) its clearly demonstrated understanding of, and systematic and comprehensive approach to, an effective Reliability Centered Maintenance (RCM) program, with a real potential to increase proactive and reduce reactive maintenance; 2) its demonstrated understanding and effective approach to perform Predictive Maintenance (PdM) and Failure Modes and Effects Analysis (FMEA) analysis; and 3) an extensive commitment to proactively identify and implement maturing and innovative maintenance technologies.

The three Technical Strengths were associated with the following: 1) its methodology and comprehensive plan for the development of key performance indicators; 2) its defined performance standards in accordance with industry best practices; and 3) its effective CMMS work control plan.

SB Subfactor

In the Small Business Utilization Subfactor, JAC received an adjectival rating of Excellent with a numerical score of 96 points (out of a possible 100). The Small Business (SB) Subfactor had one (1) Significant Strength; one (1) Strength; zero (0) Significant Weaknesses; zero (0) Weaknesses and zero (0) Deficiencies, as summarized and outlined below:

The one SB Significant Strength was associated with the following: 1) it exceeded all prescribed small business subcontracting goals.

The one SB Strength was associated with the following: 1) its proposed commitment to small businesses and small business programs.

Past Performance Factor

For JAC, a Very High Level of Confidence rating was assigned because the entirety of the Past Performance information evaluated for the Offeror demonstrated that it was both very highly pertinent to this acquisition and demonstrated exemplary performance, which provides a Very High Level of Confidence that the Offeror will successfully perform the required effort.

Cost/Price Factor

Probable cost adjustments were made to the cost portion of the JAC proposal; no price adjustments were made. The overall Evaluated Cost/Price was the fifth lowest amongst all Offerors.

Jones Lang LaSalle Americas, Inc., (JLL)

Mission Suitability Factor

The Mission Suitability proposal submitted by JLL received 879.5 points (out of a possible 1000) and is the second highest score.

Management Subfactor

In the Management Subfactor, JLL received an adjectival rating of Very Good with a numerical score of 378 points (out of a possible 450). The Management Subfactor had one (1) Significant Strength; seven (7) Strengths; one (1) Significant Weakness; two (2) Weaknesses and zero (0) Deficiencies, as summarized and outlined below:

The one Management Significant Strength was associated with the following: 1) a proactive and effective management approach, which provides access to extensive corporate resources, well-balanced with on-site autonomy, to support meeting contractual requirements.

The seven Management Strengths were associated with the following: 1) a collaborative on-

site approach to managing specific technical, business, safety and quality requirements of the contract, with a focus on continuous improvement; 2) its key personnel and positions; 3) an effective overall IDIQ management plan to deal with the complexity and diversity of IDIQ work; 4) a commitment to maintaining a safe working environment; 5) its mitigation plans for potential difficulties relating to staffing; 6) its effective staffing strategies to perform fluctuating IDIQ task work without negatively affecting performance of the Core requirements; and 7) the considerable authority delegated to its on-site personnel.

The one Management Significant Weakness was associated with the following: 1) the sufficiency of the actual proposed staffing levels.

The two Management Weaknesses were associated with the following: 1) the time allocation for a certain key personnel position; and 2) certain safety and health compliance areas identified in the RFP.

Technical Subfactor

In the Technical Subfactor, JLL received an adjectival rating of Excellent with a numerical score of 409.5 points (out of a possible 450). The Technical Subfactor had two (2) Significant Strengths; three (3) Strengths; zero (0) Significant Weaknesses; zero (0) Weaknesses and zero (0) Deficiencies, as summarized and outlined below:

The two Technical Significant Strengths were associated with the following: 1) a comprehensive and effective technical approach to Reliability Centered Maintenance (RCM) activities; and 2) its demonstrated understanding and effective approach to perform Predictive Maintenance (PdM) and Failure Modes and Effects Analysis (FMEA).

The three Technical Strengths were associated with the following: 1) a methodology and comprehensive plan for the development of key performance indicators and reporting tools; 2) a commitment to staying abreast of and implementing innovative processes and technologies; and 3) a demonstrated understanding and approach to effectively deal with electrical outages.

SB Subfactor

In the Small Business Utilization Subfactor, JLL received an adjectival rating of Excellent with a numerical score of 92 points (out of a possible 100). The Small Business (SB) Subfactor had one (1) Significant Strength; one (1) Strength; zero (0) Significant Weaknesses; zero (0) Weaknesses and zero (0) Deficiencies, as summarized and outlined below:

The one SB Significant Strength was associated with the following: 1) it exceeded all prescribed small business subcontracting goals.

The one SB Strength was associated with the following: 1) its proposed commitment to small businesses and small business programs.

Past Performance Factor

For JLL, a High Level of Confidence rating was assigned because the entirety of the Past Performance information evaluated for the Offeror demonstrated that it was both highly pertinent to this acquisition and demonstrated very effective performance, which provides a High Level of Confidence that the Offeror will successfully perform the required effort.

Cost/Price Factor

Probable cost adjustments were made to the cost portion of the JLL proposal; no price adjustments were made. The overall Evaluated Cost/Price was the third lowest amongst all Offerors.

Pride Industries, Inc., (PRI)

Mission Suitability Factor

The Mission Suitability proposal submitted by PRI received 518 points (out of a possible 1000), and is the lowest score.

Management Subfactor

In the Management Subfactor, PRI received an adjectival rating of Fair with a numerical score of 189 points (out of a possible 450). The Management Subfactor had zero (0) Significant Strengths; three (3) Strengths; one (1) Significant Weakness; three (3) Weaknesses and zero (0) Deficiencies, as summarized and outlined below:

The three Management Strengths were associated with the following: 1) a commitment to maintaining a safe working environment; 2) a proposed commitment to provide valuable corporate and business operations support from contract award through performance of the contract; and 3) an effective, logical, and streamlined approach to manage the Core requirements.

The one Management Significant Weakness was associated with the following: 1) the sufficiency of the actual proposed staffing levels.

The three Management Weaknesses were associated with the following: 1) its proposed organizational structure; 2) its failure to specifically identify the monetary signature authority given to on-site personnel; and 3) its insufficient mitigation plans for potential staffing difficulties.

Technical Subfactor

In the Technical Subfactor, PRI received an adjectival rating of Good with a numerical score of 297 points (out of a possible 450). The Technical Subfactor had one (1) Significant Strength; two (2) Strengths; one (1) Significant Weakness; two (2) Weaknesses and zero (0) Deficiencies, as summarized and outlined below:

The one Technical Significant Strength was associated with the following: 1) its demonstrated understanding and effective approach to perform Predictive Maintenance (PdM).

The two Technical Strengths were associated with the following: 1) its proposed overall technical approach relating to addressing the Reliability Centered Maintenance (RCM) goals stated in the RFP; and 2) an effective CMMS work control plan.

The one Technical Significant Weakness was associated with the following: 1) the lack of demonstrated capabilities, knowledge, and understanding to perform Failure Modes and Effects Analysis (FMEA).

The two Technical Weaknesses were associated with the following: 1) a lack of detail regarding key performance indicators and metrics; and 2) an insufficient mitigation plan relating to potential high-voltage system outages.

SB Subfactor

In the Small Business Utilization Subfactor, PRI received an adjectival rating of Fair with a numerical score of 32 points (out of a possible 100). The Small Business (SB) Subfactor had zero (0) Significant Strengths; one (1) Strength; one (1) Significant Weakness; zero (0) Weaknesses and zero (0) Deficiencies, as summarized and outlined below:

The one SB Strength was associated with the following: 1) its proposed commitment to small businesses and small business programs.

The one SB Significant Weakness was associated with the following: 1) certain calculation errors and inconsistencies, and a failure to meet stated small business subcontracting goals.

Past Performance Factor

For PRI, a Low Level of Confidence rating was assigned because the entirety of the Past Performance information evaluated for the Offeror demonstrated that it was both at least somewhat pertinent to this acquisition, and it meets or slightly exceeds minimum acceptable standards, which provides a Low Level of Confidence that the Offeror will successfully perform the required effort.

Cost/Price Factor

Probable cost adjustments were made to the cost portion of the PRI proposal; no price adjustments were made. The overall Evaluated Cost/Price was the highest amongst all Offerors.

Vectrus Systems Corporation, (VEC)

Mission Suitability Factor

The Mission Suitability proposal submitted by VEC received 703 points (out of a possible 1000), and is the fourth highest score.

Management Subfactor

In the Management Subfactor, VEC received an adjectival rating of Good with a numerical score of 243 points (out of a possible 450). The Management Subfactor had zero (0) Significant Strengths; five (5) Strengths; one (1) Significant Weakness; one (1) Weakness and zero (0) Deficiencies, as summarized and outlined below:

The five Management Strengths were associated with the following: 1) its key personnel and positions; 2) a commitment to maintaining a safe working environment; 3) a demonstrated comprehensive understanding of, and approach to, the IDIQ process; 4) a logical and thorough approach to manage the Core requirements of the SOW; and 5) its mitigation plans for potential difficulties relating to staffing.

The one Management Significant Weakness was associated with the following: 1) the sufficiency of the actual proposed staffing levels.

The one Management Weakness was associated with the following: 1) its proposed lines of authority and delegated monetary signature authority.

Technical Subfactor

In the Technical Subfactor, VEC received an adjectival rating of Very Good with a numerical score of 369 points (out of a possible 450). The Technical Subfactor had one (1) Significant Strength; four (4) Strengths; zero (0) Significant Weakness; zero (0) Weaknesses and zero (0) Deficiencies, as summarized and outlined below:

The one Technical Significant Strength was associated with the following: 1) a demonstrated understanding and effective approach to Predictive Maintenance (PdM).

The four Technical Strengths were associated with the following: 1) an efficient and effective technical approach to Reliability Centered Maintenance (RCM); 2) a comprehensive plan to develop and identify key performance indicators and metrics; 3) a plan and commitment to use innovative technologies and associated training procedures; and 4) its proposed efficiency enhancements related to its CMMS work control process.

SB Subfactor

In the Small Business Utilization Subfactor, VEC received an adjectival rating of Excellent with a numerical score of 91 points (out of a possible 100). The Small Business (SB) Subfactor had one (1) Significant Strength; one (1) Strength; zero (0) Significant Weaknesses; zero (0) Weaknesses and zero (0) Deficiencies, as summarized and outlined below:

The one SB Significant Strength was associated with the following: 1) it exceeded all prescribed small business subcontracting goals.

The one SB Strength was associated with the following: 1) its proposed commitment to small businesses and small business programs.

Past Performance Factor

For VEC, a High Level of Confidence rating was assigned because the entirety of the Past Performance information evaluated for the Offeror demonstrated that it was both highly pertinent to this acquisition and demonstrated very effective performance, which provides a High Level of Confidence that the Offeror will successfully perform the required effort.

Cost/Price Factor

Probable cost adjustments were made to the cost portion of the VEC proposal; no price adjustments were made. The overall Evaluated Cost/Price was the second lowest amongst all Offerors.

Source Selection Decision

It is clear to me that the SEB conducted a thorough and fair evaluation of all proposals in accordance with the evaluation criteria set forth in the RFP. I have studied the findings, ratings and scores of the SEB, and have adopted those evaluation results as my own and used them while making my independent comparative assessment of the competing proposals, which I detail in the following paragraphs.

I considered all Factors, and their relative weights, in the selection of the Offeror that can perform the requirements of this contract in a manner most advantageous to the Government given the selection criteria prescribed in the RFP. To reiterate, in accordance with Section M.4 of the RFP, Mission Suitability, Cost/Price, and Past Performance are all of approximately equal importance. Mission Suitability and Past Performance, when combined, are significantly more important than Cost/Price.

The following chart summarizes the findings of the SEB, organized in alphabetical order:

Offeror Name	TOTAL Mission Suitability (1000 points)	Past Performance Level of Confidence	Government Evaluated Probable Cost/Price
AFM	537	Moderate	Lowest
EMC	643	High	Sixth Lowest
G4S	643	Moderate	Fourth Lowest
IAP	725	High	Seventh Lowest
JAC	919.5	Very High	Fifth Lowest
JLL	879.5	High	Third Lowest
PRI	518	Low	Eight Lowest (or Highest)
VEC	703	High	Second Lowest

I conducted my deliberations by first looking at the overall evaluated scores for Mission Suitability and the findings that led to those scores, the overall Past Performance ratings and the findings that led to those ratings, and the total Government evaluated Cost/Price of each Offeror. I found that the Offeror with the highest Mission Suitability score, Jacobs Technology, also had the highest possible Past Performance Level of Confidence rating, and was the only Offeror to receive that top rating in Past Performance. Jacobs Technology also had the fifth lowest total evaluated Cost/Price, which means that only four Offerors had an evaluated Cost/Price that was lower. Therefore, I looked at the Mission Suitability and Past Performance of these four Offerors next, as only an Offeror with a lower evaluated Cost/Price could potentially represent the best value to the Government over Jacobs Technology, which was superior amongst all Offerors in both Mission Suitability and Past Performance. These four Offerors, in descending order of evaluated Cost/Price, were G4S Government Solutions, Jones Lang LaSalle Americas, Vectrus Systems Corporation, and Akima Facilities Management. These four Offerors and Jacobs Technology were also the only Offerors with a total evaluated Cost/Price that was under the Government estimate for this effort.

At this point, I chose not to consider further the proposals of IAP World Services, EMCOR Government Services, and Pride Industries in my deliberations, as they each had a significantly lower Mission Suitability score, a lower Past Performance Level of Confidence rating, and a higher total evaluated Cost/Price than Jacobs Technology. Therefore, there was no viable best value trade-off that I could make pursuant to the source selection criteria of the RFP and FAR 15.101-1, "Tradeoff Process," between any of these three proposals and the proposal of Jacobs Technology. None of these three proposals could represent the best value to the Government for award. However, it is important to note that both IAP World Services and EMCOR Government Services did submit solid overall proposals, with various elements of merit, but were not amongst the potentially competitive proposals where a viable best value trade-off analysis could be performed.

The G4S Government Solutions proposal had a significantly lower Mission Suitability score and Past Performance Level of Confidence rating than the Jacobs Technology proposal, with only a nominally lower evaluated Cost/Price; given these evaluation results, I have found that the G4S Government Solutions proposal does not represent the best value to the Government in this competition given the selection criteria prescribed in the RFP. I came to the same conclusion regarding the Akima Facilities Management proposal, since it had an even lower Mission Suitability score than G4S Government Solutions and the same Past Performance Level of Confidence rating. While Akima Facilities Management did have the lowest evaluated Cost/Price of any Offeror, I have concerns as to whether or not Akima Facilities Management would be able to perform all of the contractual requirements, given the details of its Mission Suitability and Past Performance findings. I have found that the lowest evaluated Cost/Price of the Akima Facilities Management proposal does not elevate its overall proposal to a competitive status with the superior proposal submitted by Jacobs Technology, given the significant differences between these Offerors in both Mission Suitability and Past Performance. As a result, I have found that the Akima Facilities Management proposal does not represent the best value to the Government in this competition, given the relative weight of the evaluation factors prescribed in the RFP, which states that Mission Suitability and Past Performance, when combined, are significantly more important than Cost/Price.

Next, I considered the Vectrus Systems Corporation proposal, which had a significantly lower Mission Suitability score than the Jacobs Technology proposal and a lower Past Performance confidence rating, but had the second lowest total evaluated Cost/Price. While Vectrus Systems Corporation submitted a well-balanced proposal with notable areas of merit, particularly in the Technical Subfactor, its overall Mission Suitability score nevertheless was 216.5 points less than that of Jacobs Technology, and its High Past Performance Level of Confidence rating was one level lower than that earned by Jacobs Technology. I have found that the relatively minor difference in the total evaluated Cost/Price of Vectrus Systems Corporation over a potential ten year period of performance does not outweigh the strength of the Jacobs Technology proposal in both Mission Suitability and Past Performance. Therefore, I have found that the Vectrus Systems Corporation proposal does not represent the best value to the Government in this competition, given the selection criteria prescribed in the RFP.

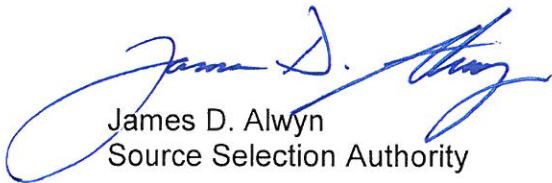
Lastly, I considered the Jones Lang LaSalle Americas proposal, which received a lower Mission Suitability score and a lower Past Performance Level of Confidence rating than the Jacobs Technology proposal, but had a lower total evaluated Cost/Price. Because Jones Lang LaSalle Americas had the second highest Mission Suitability score, received a High Past Performance Level of Confidence rating, and had the third lowest evaluated Cost/Price, I believed that the proposal submitted by this Offeror was the one that might be considered most competitive with the Jacobs Technology proposal. In an effort to perform my due diligence, I thus read the entire Mission Suitability and Past Performance proposals of these two Offerors. It is clear to me that the Management and Technical approaches of Jacobs Technology are both stronger than those proposed by Jones Lang LaSalle Americas, as reflected in the higher scores for Jacobs Technology in both of these Subfactors. Jacobs Technology also was superior to Jones Lang LaSalle Americas in Past Performance, in both relevancy and performance quality. Jacobs Technology has outstanding performance and extensive experience performing requirements similar to those required under the AFSS contract, as reflected in its singular Very High Past Performance Level of Confidence rating. In my comparative assessment of the proposals of these two Offerors, I find that the relatively minor difference in the lower evaluated Cost/Price of Jones Lang LaSalle Americas over a potential ten year period of performance is not enough to outweigh the superiority of Jacobs Technology in both Mission Suitability and Past Performance. Accordingly, I find that the Jones Lang LaSalle Americas proposal does not represent the best value to the Government in this competition, given the selection criteria prescribed in the RFP.

I hereby find that the proposal submitted by Jacobs Technology clearly represents the best value to the Government in this competition. The source selection criteria prescribed in the RFP require that Mission Suitability and Past Performance, when combined, are significantly more important than Cost/Price. The Jacobs Technology proposal was superior to all Offerors in both Mission Suitability and Past Performance. Therefore, a viable best value trade-off analysis could only be performed with the four Offerors that had a lower total evaluated Cost/Price than Jacobs Technology. I performed a best value trade-off analysis between Jacobs Technology and each of those four Offerors, as described above, and in none of those four analyses was the lower total evaluated Cost/Price enough to upend my best value determination in favor of Jacobs Technology. This decision is in accordance with the best value trade-off process, as described in FAR 15.101-1, "Tradeoff Process," which Section M of the solicitation stated would be used in making the source

selection.

Section M of the solicitation, paragraph M.2, "METHOD OF EVALUATION," also advised Offerors that the Government may award a contract based solely on the initial offers received, without discussion of such offers. I, as the SSA for this procurement, and with the concurrence of the Contracting Officer, have determined that it is in the best interest of the Government to select Jacobs Technology for award of the AFSS contract based on initial offers, without discussions. While the most competitive proposals have a very similar Significant Weakness in the Management Subfactor of Mission Suitability, it is extremely unlikely that resolution of that shared Significant Weakness through discussions could change the relative ranking of Offerors and the outcome of the selection decision. Further, the initial offer from Jacobs Technology is comprised of a stellar Mission Suitability proposal with a score that, even with a Significant Weakness, falls only 80.5 points beneath the maximum possible point value for a perfect score, the highest possible Past Performance Level of Confidence rating of Very High, and a total evaluated Cost/Price that is less than the Government estimate. In this context, it would not serve the best interests of the Government to withhold award of the AFSS contract to Jacobs Technology in order to enter into discussions. I also do not wish to unduly burden Offerors by entering into discussions and thus requiring them to incur additional Bid and Proposal costs and to allocate additional resources to this procurement, in order to resolve issues which do not prohibit contract award and are highly unlikely to change the selection decision.

I hereby select Jacobs Technology as the best value to the Government for award of the AFSS contract. This was a complex, but clear, decision, which is in the best interest of the Government.



James D. Alwyn
Source Selection Authority